



Justice Center

THE COUNCIL OF STATE GOVERNMENTS

Improving outcomes for people with behavioral health conditions in Georgia

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Marshall Clement

November 4, 2019



The Council of State Governments Justice Center

We are a **national nonprofit, nonpartisan organization** that combines the power of a membership association, **representing state officials in all three branches of government**, with **policy and research expertise** to develop strategies that increase public safety and strengthen communities.

Over 80 staff with expertise in behavioral health and criminal justice across:

- Mental health
- Substance use
- Law enforcement
- Accountability courts
- Diversion
- Pre-trial
- Sentencing
- Incarceration and supervision
- Data research
- State policy analysis & design

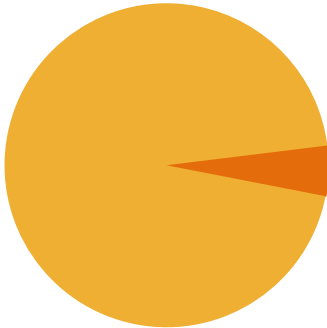
Overview

1. **The challenge & state of the research**
2. Tools & lessons from other states
3. Proposed approach

Mental illnesses and co-occurring substance use disorders overrepresented in jails

General Population

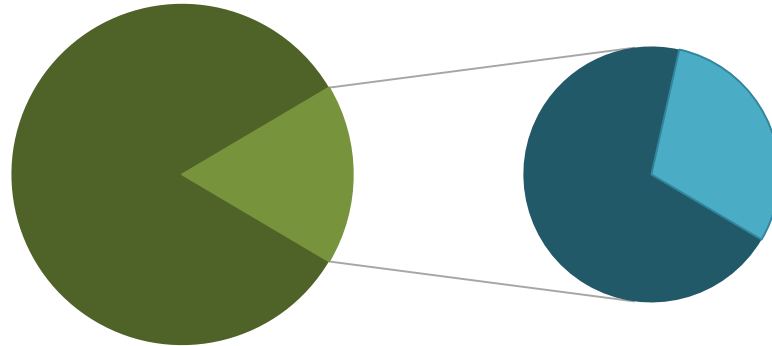
5% Serious
Mental Illness



Jail Population

17% Serious
Mental Illness

72% Co-Occurring
Substance Use
Disorder



Data from Macon-Bibb County, Georgia

Macon-Bibb County Analysis of MH Population in Jail

(JMHCP Funded FY16, MGSU)

	MH diagnosis	Without MH diagnosis
Percent of total jail population (April- June 2017)	18%	82%
Average length of stay (days)	100	56
Recidivism (over a 3 year period)	63%	29%



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Justice and Mental Health Collaboration Program

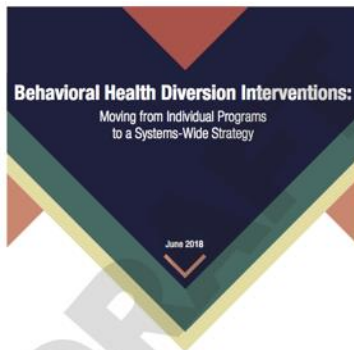


Bureau of Justice Assistance
U.S. Department of Justice

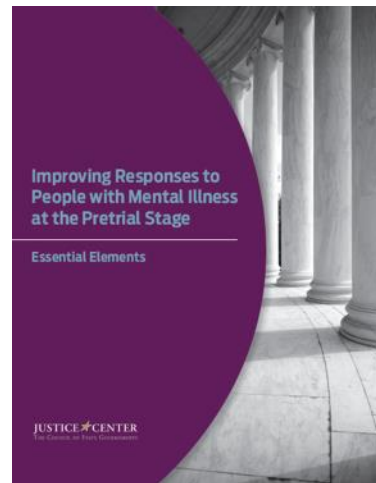
Developing a Mental Health Court



THE **STEPPING UP** INITIATIVE



CSG
Justice Center
THE COUNCIL OF STATE GOVERNMENTS



Judges Psychiatrists Leadership Initiative

Police-Mental Health Collaborations

A Framework for Implementing Effective Law
Enforcement Responses for People Who Have
Mental Health Needs

Introduction

Law enforcement agencies across the country are being challenged by a growing number of calls for service involving people who have mental health needs. Increasingly, officers are called on to be the first—and often the only—responders to calls involving people experiencing a mental health crisis. These calls can be among the most complex and time-consuming for officers to resolve, extracting them from addressing other public safety concerns and violent crime. They can also draw intense public scrutiny and can be potentially dangerous for officers and people who have mental health needs. When these calls come into 911 dispatch, the appropriate community-based resources are often lacking to make referrals, and more understanding is needed to relay accurate information to officers. In such, there is increasing urgency to ensure that officers and 911 dispatchers have the training, tools, and support to safely connect people to needed mental health services.

To respond to these challenges, police departments are increasingly seeking help from the behavioral health system.¹ This trend is promising, as historically, law enforcement and the behavioral health system have not always closely collaborated. Absent these collaborations, officers often lack awareness of, or do not know how to access, a community's array of available services and alternatives to arrest, such as crisis stabilization services, mental health hotlines, and other community-based resources. And even when officers are fully informed, service capacity is typically insufficient to meet the community's need. As a result, officers experience frustration and trauma as they encounter the same familiar faces over and over again, only to witness the health of these individuals deteriorate over time.

Research: Use Risk & Behavioral Health Assessments to Individualize System Responses



Subgroupin

Low criminogenic risk/ some significant BH treatment needs

Group 2
II-L
CR: low
SA: low
MI: med/high

Group 3
III-L
CR: low
SA: med/high
MI: low

Group 4
IV-L
CR: low
SA: med/high
MI: med/high

Divert from criminal justice system without intensive community supervision if connected to appropriate treatment and supports

Subgrouping

High criminogenic risk/ some significant BH treatment needs

Group 6
II-H
CR: med/high
SA: low
MI: med/high

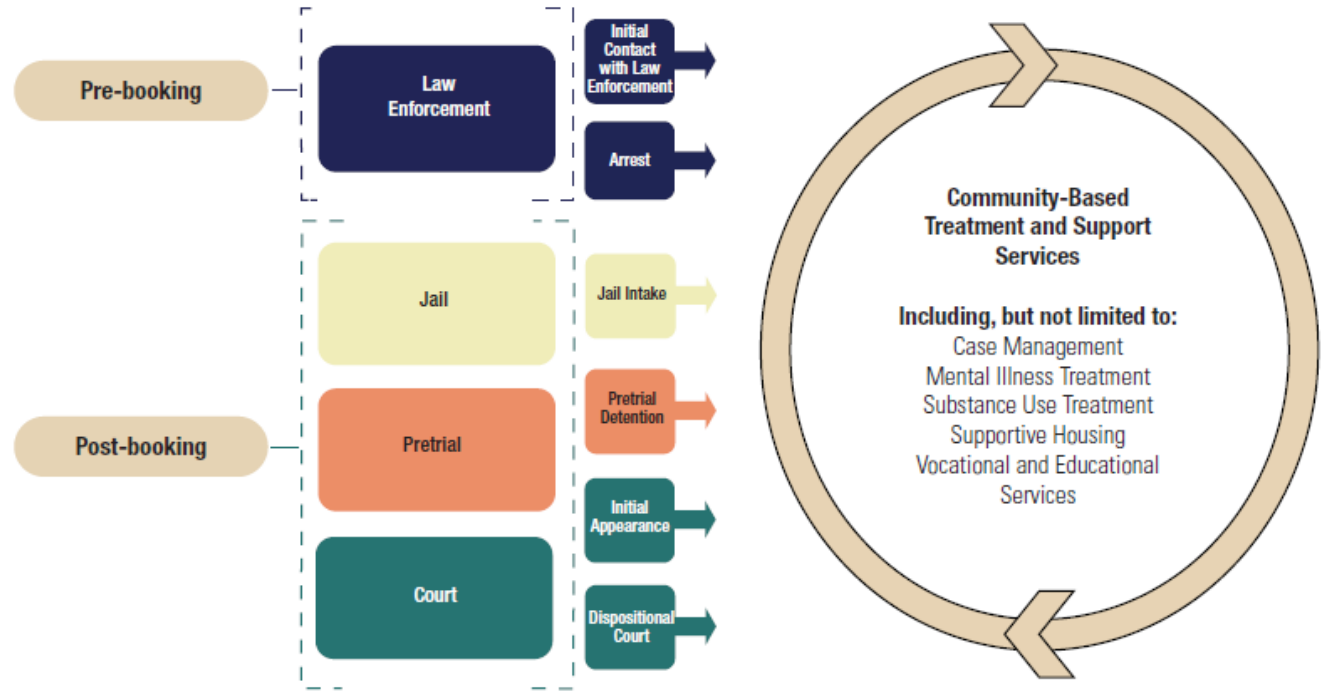
Group 7:
III-H
CR: med/high
SA: med/high
MI: low

Group 8
IV-H
CR: med/high
SA: med/high
MI: med/high

Prioritize for intensive supervision (in lieu of incarceration or as condition of release) coordinated with appropriate treatment and supports

Develop Strategies at Each Point in the CJ System

FIGURE 1. BEHAVIORAL HEALTH DIVERSION OPPORTUNITIES WITHIN A LOCAL CRIMINAL JUSTICE SYSTEM LEADING TO COMMUNITY-BASED TREATMENT AND SUPPORT SERVICES



Behavioral Health Diversion Interventions:
Moving from Individual Programs
to a Systems-Wide Strategy

October 2019

Overview

1. The challenge & state of the research
- 2. Tools & lessons from other states**
3. Proposed approach

THE STEPPINGUP INITIATIVE

500 COUNTIES AND COUNTING

Hundreds of counties across **43** states have joined Stepping Up to reduce the prevalence of mental illness in jails.



47%
of the U.S. population
lives in a Stepping Up
county.



15 Innovator
Counties
are blazing the trail
in data collection.



Georgia Counties:

- Athens-Clarke
- Chatham
- DeKalb
- Dougherty
- Douglas
- Floyd
- Forsyth
- Fulton
- Newton
- Rockdale
- Union

Approximately **2 million**
times each year, people
who have serious mental
illnesses are admitted
to jails.



3 states have
launched statewide
Stepping Up
initiatives.



Four Key Outcomes To Measure



1. Reduce the number of people with SMI and SUD
booked into jails



2. Shorten the ***length of stay*** in jails for people with
SMI and SUD



3. Increase the percentage of people ***connected to treatment***



4. Reduce rates of ***recidivism***

States Utilizing the Stepping Up Framework to Inspire Action

"In Alabama we are adhering very closely to the Stepping Up model. As such, we have customized the tools from the Stepping Up Project Coordinator Handbook... Each of the 6 Stepping Up sites... are required to use the customized tools to facilitate routine conversations among community stakeholders and document their progress."

– Dr. Leslie Patton

Reducing the Number of People with Mental Illnesses in Jail: Six Questions County Leaders Need to Ask

The Project Coordinator's Handbook

Choosing a Stepping Up Project Coordinator

Determining who will serve as the project coordinator is the first step for a jurisdiction in the Stepping Up planning process. A criminal justice coordinator can fill this role, if that position already exists. If not, the county can contract for these services, or the county planning team can designate someone to serve in this role—such as a staff member from the jail, behavioral health care provider, or community supervision agency—in addition to that person's regular duties. The person selected should have knowledge of the local criminal justice and behavioral health systems, have excellent facilitation and organizational skills, and be able to communicate effectively with all stakeholders.

This handbook
Provides County
Coordinators.

- A list of
- Facilitators
- Facilitators

The Role

Your role as
coordinator is
to provide
work, provide
This handbook
work as your
planning team
such as local
Additional in
that provide

THE
STEPPING UP
INITIATIVE

County Elected Officials' Guide to the
**Six Questions County
Leaders Need to Ask**



An estimated two million annual jail admissions involve people with serious mental illnesses. Over the past decade, county leaders, police, judges, corrections administrators, public defenders, prosecutors, community-based service providers and advocates have mobilized to better respond to people experiencing mental health crisis. Stepping Up: A National Initiative to Reduce the Number of People with Mental Illnesses in Jails was launched in May 2015 to provide counties with the resources to further address this issue.

In January 2017, Stepping Up released *Reducing the Number of People with Mental Illnesses in Jail: Six Questions County Leaders Need to Ask (Six Questions)*, a report intended to help county leaders determine to what extent their county's efforts will have a system-level impact that not only results in fewer people with mental illnesses in jail but also does so in a way that increases public safety, applies resources most effectively and puts more people on a path to recovery.

Tools and Resources for Counties

Project Coordinator's Handbook

Reducing the Number of People with Mental Illnesses in Jail: Six Questions County Leaders Need to Ask

The Project Coordinator's Handbook

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This handbook is designed to complement the *Reducing the Number of People with Mental Illnesses in Jail: Six Questions County Leaders Need to Ask* (Six Questions) framework as a step-by-step facilitation guide for project coordinators. For each of the framework's six questions, this handbook provides:

- A summary of the question and its related objectives for the planning team;
- Facilitation tips to assist the project coordinator in managing the planning process; and
- Facilitation exercises designed to achieve objectives and establish an efficient process for capturing the work of the planning team.

The Role of the Project Coordinator

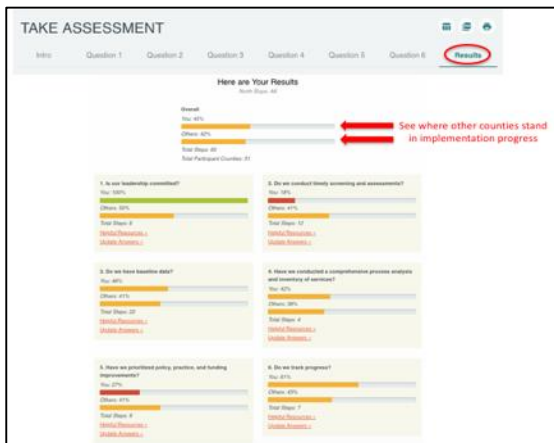
Your role as the project coordinator is critical to the success of your county's *Stepping Up* efforts. It is the project coordinator who ensures that key leaders are engaged, manages meeting agendas and minutes, coordinates subcommittee work, provides research and data to guide the decision-making process, and continuously motivates the planning team.

This handbook is designed to help you manage your county's planning process. It will guide and systematize the flow of your work as you develop meeting agendas and decide how best to utilize members of the planning team. Other members of the planning team may benefit from having access to this handbook, especially those who are providing facilitation support, such as leading subcommittee work. You are not required to fill out or submit this handbook to the *Stepping Up* partners.

Additional complementary training materials are available through the [Stepping Up Toolkit](#), including webinars, briefs that provide information and guidance for applying the *Six Questions*, and other [resources](#).

Online County Self-Assessment

The screenshot shows the 'Welcome' page of the Stepping Up Initiative's online self-assessment. It includes a 'Sign In' section with fields for 'E-Mail Address' and 'Password' (with a 'Forgot Your Password?' link), and a 'Login' button. Below the sign-in fields is a 'Create Your Account' button.



Series of Briefs



IN FOCUS IMPLEMENTING MENTAL HEALTH SCREENING AND ASSESSMENT

This brief focuses on implementing a mental health screening and assessment process, specifically to identify the number of people booked into jails who have serious mental illnesses (SMI). While implementing this process may also identify people who have less serious mental illnesses and other behavioral health needs who may require treatment while in jail, this brief is focused on identifying the people who have SMI because this population tends to represent the greatest draw on scarce behavioral health and social service resources.¹ Determining the prevalence of people who have SMI in jails will allow counties to develop or refine a strategic plan that will have the greatest impact on addressing this population's needs.

Stepping Up is a national initiative to reduce the number of people who have mental illnesses in jails. Counties that have joined *Stepping Up* are using the initiative's framework document, *Reducing the Number of People with Mental Illnesses in Jail: Six Questions County Leaders Need to Ask* (Six Questions), to guide them in creating collaborative partnerships in their jurisdictions, systematically identifying people who have mental illnesses in their jails, and using data to inform systems-level changes and strategic plans to track progress over time. This brief is one of a series of companion products designed to provide counties with further guidance on how to apply the *Six Questions* framework. For key resources related to *Stepping Up*, including case studies, webinars, and network calls, visit the [Stepping Up Toolkit](#).

WHY IT'S IMPORTANT

To reduce the number of people who have SMI in jails, counties need to have a clear and accurate understanding of the size of the population that has SMI. Prior to being booked into jail, some people who have SMI may never have been diagnosed and may be unaware of their mental illness, while others may have been diagnosed with a mental illness and received but discontinued treatment. Screening and assessment are essential to identifying who should be connected or reconnected to services and treatment to address their behavioral health needs, which may also decrease the likelihood that they return to jail. Having this information will make counties better able to determine the treatment resources required to address this population's behavioral health needs. Moreover, having the ability to accurately and consistently identify the number of people who have SMI will help counties to track progress toward their goals.

WHY IT'S CHALLENGING

Implementing a screening and assessment process can be difficult, especially for counties that do not already have the staff, tools, and procedures in place to systematically conduct these activities. Jails are fast-paced environments; with many people being released in less than 48 hours, there is little time to complete screenings and assessments.

¹ This brief does not include detailed information about additional screenings and assessments for suicide, substance addiction, and criminogenic risk, which are also beneficial to complete at the time of booking into jail to best match people with other services they need. For additional information on targeting resources based on behavioral health needs and criminogenic risk factors, refer to *Adults with Behavioral Health Needs Under Criminal Supervision: A Shared-Work for Reducing Recidivism and Promoting Recovery*.

Our Technical Assistance has led to Systemic Changes



The Columbus Dispatch

System would help Franklin County jail better track inmates

By Rick Rouan

The Columbus Dispatch • Monday April 11, 2016 5:42 AM

Franklin County Commissioners will vote on Tuesday on a new \$1.8 million jail-management system that could change all that.

The new system will make it easier for deputies to track inmates who have been to the jail multiple times and document their recidivism rate. Several systems, including mugshots, property tracking and incident reports, will consolidate into the new software or feed



State BH / CJ Efforts in Arkansas: Creating a Network of Crisis Services

At the request of Gov. Hutchinson & legislative leaders, the CSG Justice Center provided TA to Arkansas from 2015—2017:

- Inter-branch task force
- Data collected and analyzed from across agency silos
- State & local stakeholders from criminal justice and behavioral health systems
- State policy framework & budget recommendations

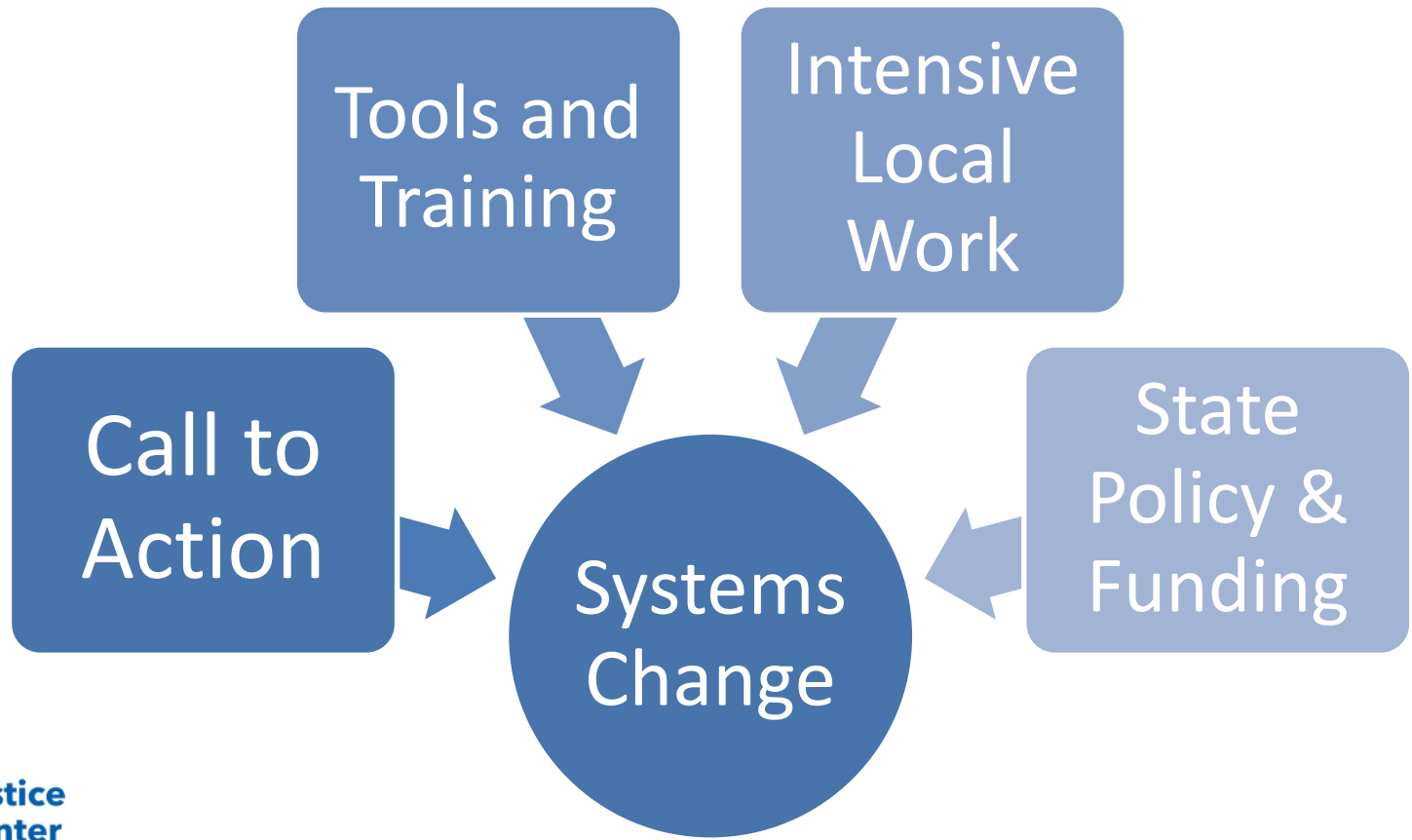


Provides **Crisis Intervention Team** training to police officers and sheriffs' deputies

Establishes a **network of regional crisis stabilization units.**

Improve the collection of data regarding who is booked into local jails.

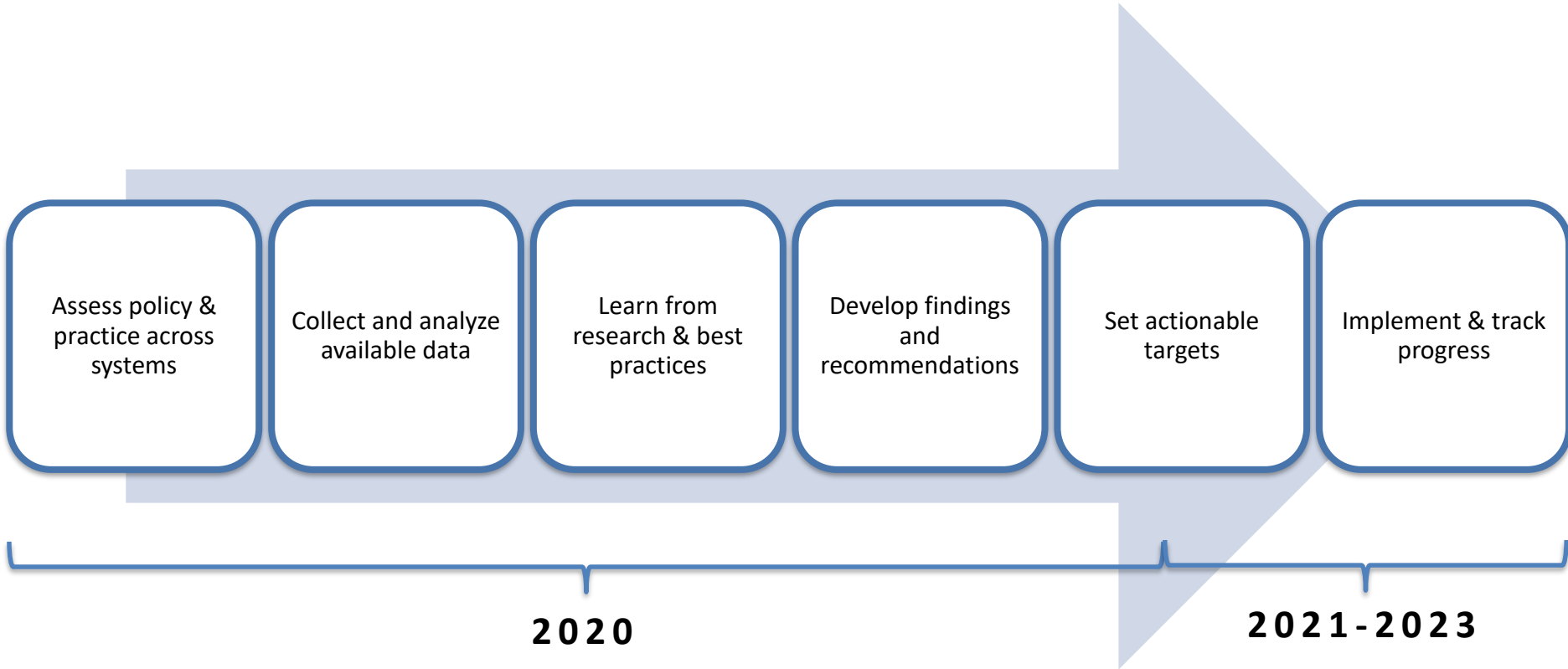
The state budgeted **\$6.4 million in crisis services**



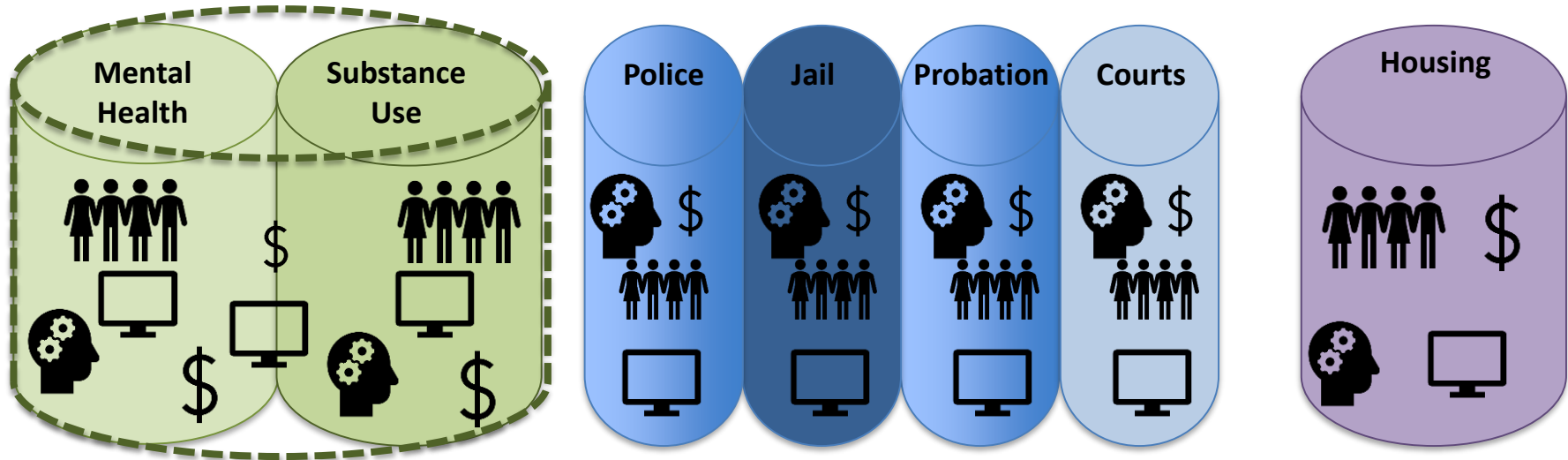
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Proposed Assistance to Subcommittees



Step 1: Assess policy & practice across systems



Tool: State Policy Scan

Strengthening and formalizing cross-system collaboration

Improving local capacity to collect and share data

Reducing avoidable contact with the criminal justice system

Building care and services



**Justice
Center**

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The presentation was developed by members of The Council of State Governments Justice Center staff. The statements made reflect the views of the authors, and should not be considered the official position of The Council of State Governments Justice Center, the members of The Council of State Governments, or the funding agency supporting the work.